

Message Text

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SUBJECT:UN FIFTH COMMITTEE - U.S. STATEMENT ON CONTINUA-
TION OF JOINT INSPECTION UNIT

VIENNA FOR UNIDO, LONDON FOR SHIPPING ATTACHE NAIROBI FOR
UNEP

THE FOLLOWING IS A REPEAT OF USUN 5628, DATED NOVEMBER 25,
1976. PLEASE REPEAT TO ABOVE ADDRESSEE.

FOLLOWING IS TEXT OF U.S. STATEMENT BY DAVID STOTTLEMYER
IN UNGA FIFTH COMMITTEE ON THE QUESTION OF CONTINUATION OF
THE JOINT INSPECTION UNIT:
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THE QUESTION NOW BEFORE THIS COMMITTEE -- WHETHER TO CON-
TINUE THE EXISTENCE OF THE JOINT INSPECTION UNIT AND IF SO
ON WHAT TERMS -- IS ONE IN WHICH MY DELEGATION TAKES PARTI-
CULAR INTEREST. AS A MEMBER OF THE COMMITTEE OF FOURTEEN
IN 1966, MY DELEGATION PARTICIPATED INITIALLY IN FORMULAT-
ING THE RECOMMENDATIONS WHICH EMANATED FROM THAT BODY AND
WHICH SUBSEQUENTLY WERE ENDORSED BY THE GENERAL ASSEMBLY.
ONE OF THOSE RECOMMENDATIONS CALLED FOR THE ESTABLISHMENT
OF A JOINT INSPECTION UNIT: CHARGED WITH QUOTE THE
BROADEST POWERS OF INVESTIGATION IN ALL MATTERS HAVING A

BEARING ON THE EFFICIENCY OF THE SERVICES AND THE PROPER

USE OF FUNDS. UNQUOTE. THE JOINT INSPECTION UNIT WAS ESTABLISHED BY THE GENERAL ASSEMBLY IN 1968 FOR AN INITIAL PERIOD OF FOUR YEARS, AND WAS CONTINUED UNTIL DECEMBER 31, 1977 BY DECISIONS OF THE GENERAL ASSEMBLY IN 1970 AND 1972. THE UNITED STATES SUPPORTED EACH OF THESE DECISIONS BY THE GENERAL ASSEMBLY.

IT IS WORTHY OF NOTE THAT A STRONG BODY OF OPINION -- AS EXPRESSED BY ECOSOC, THE ACC, THE ACABQ AND INDIVIDUAL DELEGATIONS -- FAVORS CONTINUATION OF THE JIU. THIS IS SO, WE BELIEVE, BECAUSE THAT UNIT HAS PERFORMED A MOST IMPORTANT FUNCTION BOTH FOR MEMBER STATES AND THE VARIOUS ORGANIZATIONS OF THE UN SYSTEM. OVERALL IT HAS BEEN CONCERNED WITH MAKING ASSESSMENTS OF, AND PROVIDING SUGGESTION ON, HOW TO ENSURE THE MOST EFFECTIVE, EFFICIENT AND ECONOMIC USE OF RESOURCES MADE AVAILABLE TO THE UNITED NATIONS ORGANIZATIONS, BY MEMBER STATES. THIS IS NOT TO SAY THAT THE JIU IS ABOVE IMPROVEMENT. ON THE CONTRARY, LIKE ANY OTHER HUMAN ENDEAVOR, THE REPORTS PREPARED BY THE INDIVIDUAL INSPECTORS AND ON PARTICULAR SUBJECTS HAVE BEEN OF VARYING QUALITY. ON BALANCE, HOWEVER, MY DELEGATION BELIEVES THAT THE INSPECTORS INDIVIDUALLY, AND THE UNIT COLLECTIVELY, HAVE MADE IMPORTANT CONTRIBUTIONS FOR UNCLASSIFIED

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STRENGTHENING THE PERFORMANCE OF THE UNITED NATIONS SYSTEM IN CARRYING OUT ITS MANY AND VARIED PROGRAM OBJECTIVES

RECOGNIZING THE TIME PRESSURES FACING THIS COMMITTEE, AND FOR THE SAKE OF BREVITY, MY DELEGATION WISHES TO COMMENT AT THIS TIME ONLY ON A FEW POINTS. VIEWS EXPRESSED BY MANY PREVIOUS SPEAKERS ARE SHARED BY MY DELEGATION; WE WOULD NOTE HERE IN PARTICULAR THE EXCELLENT STATEMENT MADE A FEW DAYS AGO BY MY NEIGHBOR, THE DISTINGUISHED REPRESENTATIVE OF UPPER VOLTA.

THE UNITED STATES IS PARTICULARLY INTERESTED IN THE QUESTION OF EXTERNAL EVALUATION AND IN THE JIU ASSUMING A BROADER MANDATE IN THIS FUNCTION IN THE FUTURE. THIS IS AN INCREASINGLY SERIOUS MATTER FOR MY GOVERNMENT. AS THE SCOPE AND IMPORTANCE OF UN SYSTEM OPERATIONS HAVE INCREASED, WE BELIEVE THERE HAS BEEN A CORRESPONDING INCREASE IN THE NEED FOR MEMBER STATES TO HAVE OBJECTIVE AND SYSTEMATIC REPORTING ON THE EFFECTIVENESS OF THOSE OPERATIONS. WE BELIEVE THAT IMPROVED RESOURCE MANAGEMENT AND UTILIZATION WOULD SERVE THE INTERESTS OF BOTH DEVELOPED AND DEVELOPING COUNTRIES.

OUR INTEREST IN, AND CONCERN FOR, THE ESTABLISHMENT OF EFFECTIVE PROGRAM EVALUATION WITHIN THE UNITED NATIONS

DATES BACK TO THE COMMITTEE OF FOURTEEN IN 1966. IN THE REPORT OF THAT BODY (A/6343) IN SECTION VII ONE WILL FIND A SUB-SECTION ON EVALUATION WHICH MY DELEGATION ADVOCATED BE INCLUDED IN THE COMMITTEE'S REPORT. UNFORTUNATELY, THE EVALUATION SEED PLANTED BY THE COMMITTEE OF FOURTEEN DID NOT TAKE ROOT, AND IT WAS FOR THIS REASON THAT IN EARLY JANUARY 1972 THE PERMANENT REPRESENTATIVE OF THE UNITED STATES REQUESTED THE SECRETARY GENERAL TO CIRCULATE A PAPER AS AN OFFICIAL DOCUMENT (A/8658) ENTITLED QUOTE SUGGESTIONS OF THE UNITED STATES TO STRENGTHEN INSPECTION UNCLASSIFIED

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AND EVALUATION WITHIN THE UNITED NATIONS UNQUOTE.

DURING THE 28TH SESSION OF THE GENERAL ASSEMBLY IN 1973, MY DELEGATION REAFFIRMED THE NEED FOR AN QUOTE EFFECTIVE EVALUATION SYSTEM UNQUOTE WHEN WE PRESENTED OUR VIEWS ON THE PROPOSED PROGRAM BUDGET AND MEDIUM TERM PLAN. AT THE 57TH SESSION OF ECOSOC, IN THE SUMMER OF 1974, THE UNITED STATES REPRESENTATIVE SPOKE ON THE QUOTE NEED FOR A UN SYSTEM-WIDE EVALUATION MECHANISM, UNQUOTE WHICH WAS FOLLOWED BY OUR ADDRESSING THIS QUESTION, ALONG WITH OTHER DELEGATIONS, AT SOME LENGTH DURING THE COURSE OF 1975 IN THE AD HOC WORKING GROUP ON UN PROGRAM AND BUDGET MACHINERY, A BODY ESTABLISHED BY THE 29TH GENERAL ASSEMBLY. THE REPORT OF THE WORKING GROUP CONTAINS A SUB-SECTION ON THIS QUESTION WHICH IS SIGNIFICANT IN THE CONCLUSION REACHED, AND I QUOTE THAT CONCLUSION, -- QUOTE IT WAS GENERALLY AGREED THAT FURTHER STRENGTHENING OF THE EVALUATION FUNCTION IN THE UNITED NATIONS IS DESIRABLE UNQUOTE. PARALLEL TO THE MEETING OF THE WORKING GROUP ON UN PROGRAM AND BUDGET MACHINERY, THE GROUP OF EXPERTS ON THE STRUCTURE OF THE UN SYSTEM WAS DRAFTING ITS REPORT WHICH INCLUDED A RECOMMENDATION FOR THE ESTABLISHMENT OF A MECHANISM FOR THE INDEPENDENT EVALUATION OF PROGRAM IMPLEMENTATION. EARLIER THIS YEAR, THE SUBJECT WAS CONSIDERED IN THE CPC AND THEN IN ECOSOC ITSELF AND, ALSO, IN THE AD HOC COMMITTEE ON THE RESTRUCTURING OF THE ECONOMIC AND SOCIAL STRUCTURES OF THE UN SYSTEM.

MR. CHAIRMAN, WE BELIEVE, AFTER HAVING CONSIDERED THE VARIOUS OTHER ALTERNATIVES, THAT THE JIU COULD AND SHOULD PLAY A SIGNIFICANT ROLE WITH REGARD TO THE EXTERNAL EVALUATION FUNCTION -- I.E., THE JIU CAN PERFORM SUCH A ROLE ON A SYSTEM-WIDE BASIS. WE SAY THIS BECAUSE AN ESSENTIAL ELEMENT OF PROGRAM BUDGETING -- WHICH HAS BEEN INSTITUTED NOT ONLY IN THE UNITED NATIONS ITSELF BUT IN MOST OF THE SPECIALIZED AGENCIES -- IS EFFECTIVE MONITORING OF PROGRAM UNCLASSIFIED

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IMPLEMENTATION AND APPRAISAL OF PROGRAM ACCOMPLISHMENTS.

PRIMARILY WHAT IS NEEDED IN OUR VIEW IS A MECHANISM WHICH CAN SERVICE THE INTERGOVERNMENTAL ORGANIZATIONS AND MEMBER STATES WITH INFORMATION ON PROGRAM MANAGEMENT AND EXECUTION AND PROGRESS TOWARD ACHIEVING PROGRAM OBJECTIVES. SUCH A MECHANISM WOULD MEASURE AND REPORT ON THE EXTENT TO WHICH PROGRAM OBJECTIVES ARE ACHIEVED, THE IMPACT OF PROGRAMS, IN RELATION TO THE OVERALL EFFORTS OF WHICH THEY ARE A PART, AND THE EFFECTIVENESS AND EFFICIENCY OF COMPONENTS OF THE UN SYSTEM RESPONSIBLE FOR PROGRAM EXECUTION. THIS MECHANISM SHOULD BE COMPLETELY INDEPENDENT OF THE SECRETARIATES OF THE VARIOUS UN AGENCIES. FURTHERMORE, IT SHOULD HAVE BROAD AUTHORITY AND RESPONSIBILITY FOR PROVIDING GOVERNING BODIES OF THE AGENCIES -- AND MEMBER GOVERNMENTS IN GENERAL -- WITH THE INFORMATION RESULTING FROM SELECTIVE REVIEWS OF THE EXTENT TO WHICH MAJOR PROGRAMS ARE ACHIEVING THEIR STATED OBJECTIVES IN AN EFFECTIVE, EFFICIENT, AND ECONOMICAL MANNER.

THESE SELECTIVE REVIEWS SHOULD BE CONDUCTED IN ACCORDANCE WITH A TIME-PHASED PLAN THAT, BASED ON AN AGREED ASSIGNMENT OF PRIORITIES, WOULD PROVIDE FOR CONTINUOUS SYSTEMATIC COVERAGE OVER THE FULL RANGE OF ALL SIGNIFICANT PROGRAMS. THE REPORTS FOR EVALUATION PURPOSES SHOULD INCLUDE RECOMMENDATIONS FOR CORRECTIVE MEASURES TO IMPROVE THE EXECUTION OF PROGRAMS CONSISTENT WITH THE CHARTERS ESTABLISHING UN AGENCIES, AND WITH GOVERNING BOARD POLICIES.

IN CONDUCTING THE PROCESS WE ARE SUGGESTING, THE JIU COULD BE GUIDED BY EVALUATION STANDARDS AND PROCEDURES SUCH AS THOSE CIRCULATED BY THE U.S. DELEGATION TO THE WORKING GROUP ON THE UNITED NATIONS PROGRAM AND BUDGET MACHINERY IN DOCUMENT A/AC.173/2 OF MAY 12, 1975. PROVISION SHOULD BE MADE ALSO FOR SYSTEMATIC FOLLOW-UP REPORTING ON ACTIONS TAKEN TO IMPLEMENT APPROVED RECOMMENDATIONS.

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THE FULL ESTABLISHMENT OF THE EXTERNAL EVALUATION PROCESS THAT WE ARE SUGGESTING WOULD NOT SUBSTITUTE FOR THE NECESSARY INTERNAL EVALUATION RESPONSIBILITIES OF THE EXECUTIVE HEADS OF THE VARIOUS UN ORGANIZATIONS. HOWEVER, WE BELIEVE EXTERNAL EVALUATION COULD ASSIST IN IMPROVING THESE INTERNAL PROCEDURES BY CONDUCTING COMPARATIVE STUDIES THROUGHOUT THE SYSTEM.

LET ME BE CLEAR THAT WE ARE NOT TALKING ABOUT A DECISION MAKING PROCESS. RATHER, WE ARE SUGGESTING A PROCESS TO ASSIST RESPONSIBLE DECISION MAKING BY THE APPROPRIATE INTERGOVERNMENTAL BODIES. THIS PROCESS WOULD NOT INFRINGE

ON NATIONAL DECISION MAKING REGARDING THE CONTENT OF PROGRAMS OR THE PRIORITIES THAT ARE ASSIGNED. IT WOULD BE A MEANS TO CHECK ON THE EXTENT TO WHICH AGREED UN SYSTEM PROGRAMS AND PRIORITIES ARE EXECUTED IN THE MOST EFFECTIVE, EFFICIENT AND ECONOMICAL MANNER. A CAPACITY FOR PROVIDING MEMBER GOVERNMENTS WITH OBJECTIVE AND SYSTEMATIC REPORTS ON PROGRAM IMPLEMENTATION COULD STRENGTHEN CONFIDENCE IN INDIVIDUAL COMPONENTS OF THE UN SYSTEM, AS WELL AS IN THE SYSTEM AS A WHOLE.

IN CONSIDERING THE CONTINUATION OF THE JIU, WE HAVE THE BENEFIT OF THREE HELPFUL REPORTS. AS OTHERS HAVE INDICATED, THESE REPORTS SHARE MUCH IN COMMON. FOR WORKING PURPOSES, WE BELIEVE THAT THE DRAFT STATUTE PROVIDED BY THE ACABQ IN THE ANNEX TO ITS REPORT (DOCUMENT A/31/325), AS PRESENTED BY THAT COMMITTEE'S DISTINGUISHED CHAIRMAN TO THIS BODY SOME DAYS AGO, PROVIDES A GOOD BASIS FOR OUR CONSIDERATION OF THIS ISSUE. HOWEVER, AS WILL BE APPARENT FROM MY REMARKS, OUR POSITION ON IMPORTANT ASPECTS OF THE JIU STATUTE REFLECTS HELPFUL POINTS INCLUDED IN THE OTHER DRAFT STATUTES.

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MY DELEGATION WOULD LIKE TO SUGGEST SEVERAL CHANGES IN THE DRAFT STATUTE IN DOCUMENT A/31/325 -- CHANGES WHICH WE BELIEVE WOULD STRENGTHEN THE JIU AND IMPROVE ITS ROLE IN THE UN SYSTEM.

FIRST AND FOREMOST, WE BELIEVE THE JIU COULD MOST EFFECTIVELY ASSIST INTERGOVERNMENTAL BODIES IN FULFILLING THEIR RESPONSIBILITIES FOR EXTERNAL EVALUATION IF IT WERE ABLE TO EXERCISE ITS OWN DISCRETION IN PERFORMING SELECTIVE REVIEWS OF PROGRAM EXECUTION. FOR THAT REASON, WE PROPOSE THAT ARTICLE 5.2 BE AMENDED. SPECIFICALLY, IN THE FOURTH LINE WE SUGGEST THAT THE WORDS QUOTE AT ITS OWN INITIATIVE UNQUOTE BE ADDED AFTER THE WORDS QUOTE THESE BODIES. UNQUOTE. ALSO, WE SUGGEST THAT THE PHRASE QUOTE AT THE REQUEST OF THE EXECUTIVE HEADS UNQUOTE IN LINE FIVE BE DELETED FROM THE FINAL SENTENCE IN THAT SAME ARTICLE.

RELATED TO THIS POINT, MY DELEGATION BELIEVES THAT ARTICLE 12 SHOULD BE AMENDED BY ADDING A NEW SENTENCE WHICH WOULD READ:

QUOTE THE UNIT MAY ALSO PREPARE SUCH A REPORT ON ITS OWN INITIATIVE. UNQUOTE. THIS HAS AS ITS PURPOSE ASSURING THAT THE UNIT WOULD BE FREE TO EXERCISE ITS OWN DISCRETION REGARDING THE PREPARATION OF FOLLOW-UP REPORTS ON THE IMPLEMENTATION OF APPROVED RECOMMENDATIONS TO HELP ASSURE

THAT SERIOUS ATTENTION WOULD BE GIVEN TO THEIR BEING ACTED

UPON FULLY AND IN A TIMELY MANNER.

IN PASSING LET ME NOTE, MR. CHAIRMAN, THAT WE ASSUME THE ABSENCE OF A PROVISION EXPLICITLY AUTHORIZING THE UNIT TO EMPLOY SUCH EXPERTS OR CONSULTANTS AND AUXILIARY STAFF AS IT DEEMS NECESSARY, WOULD NOT PRECLUDE THEIR USE. WE BELIEVE THIS WOULD BE AN IMPORTANT ADJUNCT FOR THE UNIT IN FULFILLING ITS EXTERNAL EVALUATION FUNCTION.

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MR. CHAIRMAN, AS A FURTHER MEANS OF SUPPORTING THE INDEPENDENCE OF THE JIU FROM THE SECRETARIATS, WE BELIEVE IT WOULD BE APPROPRIATE TO REPLACE THE SECOND SENTENCE IN ARTICLE 20 WITH LANGUAGE ALONG THE FOLLOWING LINES:

QUOTE THE UNIT SHALL SUBMIT ITS BUDGET ESTIMATES TO THE ADMINISTRATIVE COMMITTEE ON COORDINATION FOR INITIAL REVIEW. THE CHAIRMAN OF THE ADMINISTRATIVE COMMITTEE ON COORDINATION SHALL TRANSMIT THE ESTIMATES, TOGETHER WITH THE COMMENTS OF THE ADMINISTRATIVE COMMITTEE ON COORDINATION, TO THE ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY QUESTIONS. THE PROPOSED BUDGET, TOGETHER WITH THE REPORT THEREON BY THE ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY QUESTIONS, SHALL THEN BE SUBMITTED TO THE UN GENERAL ASSEMBLY FOR CONSIDERATION AND APPROVAL. THE UNIT SHALL BE INVITED TO BE REPRESENTED AT DISCUSSIONS OF ITS BUDGET AT THE ADMINISTRATIVE COMMITTEE ON COORDINATION, THE ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY QUESTIONS AND THE GENERAL ASSEMBLY OF THE UNITED NATIONS. UNQUOTE

THIS PROCEDURE WOULD PROVIDE THAT THE UNIT'S OWN BUDGET ESTIMATES WOULD BE PRESENTED TO THE GENERAL ASSEMBLY FOR CONSIDERATION AND APPROVAL, WHILE STILL ALLOWING THE SECRETARY GENERAL, THE ADMINISTRATIVE COMMITTEE ON COORDINATION AND THE ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY QUESTIONS TO COMMENT ON THEM AS APPROPRIATE.

FINALLY, MR. CHAIRMAN, WE SHARE WITH OTHER MEMBERS OF THIS COMMITTEE RESERVATIONS CONCERNING THE PROVISIONS OF THE DRAFT STATUTE PERTAINING TO THE APPOINTMENT OF INSPECTORS. WITHOUT BEING SPECIFIC, WE BELIEVE THAT THE APPOINTMENT PROCESS SHOULD EMPHASIZE THAT THE UNIT REPRESENTS THE INTERESTS OF THE MEMBER GOVERNMENTS. WHAT IS NEEDED ABOVE ALL ELSE -- IF THE INSPECTORS ARE TO BE ABLE TO

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PERFORM THEIR TASKS OBJECTIVELY, INDEPENDENTLY, AND PROFESSIONALLY -- IS TO ENSURE THAT INDIVIDUALS APPOINTED TO THE JIU POSSES THE HIGHEST POSSIBLE DEGREE OF COMPETENCE

AND INTEGRITY, AND THAT THE PROCESS BE AS NON-POLITICIZED
AS POSSIBLE.

IN CONCLUSION, MY DELEGATION FULLY SUPPORTS THE ESTABLISH-
MENT OF THE JIU AS RECOMMENDED BY THE ACABQ, BUT WITH SOME
MODIFICATIONS IN THE STATUTE PROPOSED. OUR PRIMARY CON-
CERN IS THAT IN THE FUTURE THE JIU WILL HAVE THE MANDATE
AND CAPABILITY TO EFFECTIVELY PARTICIPATE IN EXTERNAL
EVALUATION.
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